

Message Text

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INFO OCT-01 AF-10 ARA-10 EA-10 EUR-12 NEA-11 L-03
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R 190243Z MAY 78
FM SECSTATE WASHDC
TO USMISSION SINAI
AMEMBASSY ABU DHABI
AMEMBASSY ALGIERS
USINT BAGHDAD
AMEMBASSY CAIRO
AMEMBASSY DOHA
AMCONSUL JERUSALEM
AMEMBASSY KUWAIT
AMEMBASSY LONDON
AMEMBASSY MADRID
AMEMBASSY MANAMA
AMEMBASSY MOGADISCIO
AMEMBASSY MOSCOW
AMEMBASSY MUSCAT
AMEMBASSY NICOSIA
AMEMBASSY NOUAKCHOTT
AMEMBASSY PARIS
AMEMBASSY RABAT
AMEMBASSY TEHRAN
AMEMBASSY TEL AVIV
AMEMBASSY TRIPOLI
AMEMBASSY TUNIS
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AMEMBASSY SANA
USMISSION USUN NEW YORK
AMEMBASSY DAKAR
AMEMBASSY DUBLIN
AMEMBASSY OSLO
AMEMBASSY STOCKHOLM
AMEMBASSY KATHMANDU

AMEMBASSY SUVA
AMEMBASSY LAGOS
AMEMBASSY LA PAZ
AMEMBASSY OTTAWA
AMEMBASSY PRAGUE
AMEMBASSY LIBREVILLE
AMEMBASSY BONN
AMEMBASSY PORT LOUIS
AMEMBASSY CARACAS
AMEMBASSY BEIRUT
AMEMBASSY DAMASCUS
AMEMBASSY AMMAN

C O N F I D E N T I A L STATE 127546

E.O. 11652: GDS

TAGS:UNSC, IS, LE, XF, MARR

SUBJECT: EFFECTIVENESS OF UNIFIL MANDATE

1. QUESTIONS HAVE BEEN RAISED IN SEVERAL QUARTERS, OFFICIAL AND OTHERWISE, ABOUT THE ADEQUACY OF UNIFIL'S MANDATE IN MAINTAINING PEACE AND SECURITY IN SOUTHERN LEBONON. THE QUESTIONERS RANGE FROM SECRETARY GENERAL WALDHEIM, WHO HAS WONDERED WHETHER THE SECURITY COUNCIL SHOULD NOT MEET TO
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REDEFINE OR "FURTHER CLARIFY" THE MANDATE, TO A LARGE SEGMENT OF THE PRESS, WHICH HAS TAKEN UP THE CRY THAT UN TROOPS DO NOT HAVE THE AUTHORITY TO PREVENT ARMED PALESTINIANS FROM REESTABLISHING THEMSELVES IN THE SOUTH. WE WANT ALL ADDRESSEES TO KNOW, IN CASE MATTER IS RAISED WITH THEM, THAT WE DISAGREE ENTIRELY WITH THIS LINE OF REASONING. (WALDHEIM HAS BEEN MADE AWARE OF OUR VIEWS.) NOT ONLY HAS UNIFIL IN PRACTICE SHOWN ADMIRABLE DETERMINATION IN PREVENTING INFILTRATION BY UNDESIRABLE ELEMENTS, BUT UNIFIL'S AUTHORITY TO MAINTAIN THE SECURITY OF THE AREA BY FORCE WHEN NECESSARY IS MADE CLEAR IN THE MANDATE AND RELATED DOCUMENTS.

2. IT MAY BE WORTH RECALLING US GOALS IN PROPOSING RESOLUTION 425. THESE WERE:

--TO STOP THE FIGHTING IN SOUTHERN LEBANON,

--TO OBTAIN WITHDRAWAL OF ISRAELI FORCES,

--TO ENGAGE THE UNITED NATIONS IN ASSISTING THE GOVERNMENT OF LEBANON TO RESTORE ITS AUTHORITY IN THE SOUTH,

--TO PREVENT A RETURN TO THE STATUS QUO ANTE IN SOUTH LEBANON, WITH THE THREAT IT POSED TO ISRAEL OF ATTACKS BY ARMED PALESTINIANS AND OTHER HOSTILE ELEMENTS,

--TO INVOLVE THE INTERNATIONAL COMMUNITY IN A MAJOR EFFORT TO PRECLUDE THE REEMERGENCE OF THOSE CONDITIONS WHICH LED TO THE CYCLE OF VIOLENCE IN SOUTHERN LEBANON AND IN ISRAEL,

--FINALLY, TO BEGIN THE PROCESS OF RESTORING SECURITY AND PEACEFUL CONDITIONS IN THIS AREA TO ENCOURAGE AND FACILITATE THE RETURN OF THE SEVERAL HUNDRED THOUSAND PEOPLE WHO HAVE FLED THEIR HOMES AND WHO WERE VICTIMS,
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ALONG WITH ISRAELI CIVILIANS, OF THE STATUS QUO ANTE.

3. SECURITY COUNCIL RESOLUTION 425, WHICH ESTABLISHED UNIFIL, DECIDED THAT ONE PURPOSE OF THE FORCE WAS THE RESTORATION OF INTERNATIONAL PEACE AND SECURITY. THE MANDATE ITSELF (THE SECRETARY-GENERAL'S REPORT TO SC, APPROVED BY SC RESOLUTION 426) DETERMINED THAT "THE FORCE WILL USE ITS BEST EFFORTS TO PREVENT THE RECURRENCE OF FIGHTING AND TO ENSURE THAT ITS AREA OF OPERATION IS NOT UTILIZED FOR HOSTILE ACTIVITIES OF ANY KIND." IN ANOTHER SECTION THE MANDATE NOTES THAT THE USE OF FORCE IN SELF-DEFENCE INCLUDES "RESISTANCE TO ATTEMPTS BY FORCEFUL MEANS TO PREVENT (UNIFIL) FROM DISCHARGING ITS DUTIES...." FURTHERMORE, THE FORCE "WILL SUPERVISE THE CESSATION OF HOSTILITIES, ENSURE THE PEACEFUL CHARACTER OF THE AREA OF OPERATION, CONTROL MOVEMENT AND TAKE ALL MEASURES DEEMED NECESSARY TO ASSURE THE EFFECTIVE RESTORATION OF LEBANESE SOVEREIGNTY." AS SOON AS THE SECRETARY-GENERAL'S REPORT WAS APPROVED BY THE SECURITY COUNCIL, THE SECRETARY-GENERAL MADE A STATEMENT ELABORATING ON IT AND SPECIFYING THAT THE FORCE WOULD ENDEAVOR TO CONTROL MOVEMENT "INTO AND OUT OF THE ZONE." THIS IS AN IMPORTANT CLARIFICATION OF THE LANGUAGE; IT MAKES CLEAR THAT ONE OBJECTIVE OF UNIFIL IS TO PREVENT THE REENTRY OF ARMED PALESTINIAN FORCES INTO SOUTHERN LEBANON.

4. IN INFORMAL SECURITY COUNCIL CONSULTATIONS ON MAY 3 THE FOLLOWING EXCHANGE TOOK PLACE BETWEEN KUWAITI AMBASSADOR AND SECRETARY GENERAL:

KUWAITI AMB: "WHAT IS THE UN TROOP ROLE--TO IDENTIFY UNDESIRABLE ARMED ELEMENTS AND TO SEND THEM BACK?"

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SYG'S REPLY: "YES, WHEN ARMED ELEMENTS ATTEMPT TO ENTER THE UN AREA OF OPERATIONS THE DUTY OF THE FORCE IS TO DISARM THEM AND TO SEND THEM BACK."

5. IN ACCORDANCE WITH THESE GUIDELINES, ALL UNIFIL CONTINGENTS HAVE USED FORCE WHEN NECESSARY--AND SOME HAVE SUSTAINED CASUALTIES--IN PREVENTING INCURSION OF ARMED PALESTINIANS. CLEARLY SOME CONTINGENTS HAVE BEEN MORE EFFECTIVE THAN OTHERS IN CARRYING OUT THE MANDATE, AND ALL ARE UNDER ORDERS FROM SECRETARY GENERAL TO USE MINIMUM FORCE NECESSARY. NEVERTHELESS, THE KEY POINT IS THAT THE MANDATE CONTAINS SUFFICIENT AUTHORITY AND FLEXIBILITY FOR UNIFIL TO PERFORM THE TASKS ENTRUSTED TO IT. ANY EFFORT TO ALTER OR CLARIFY IT WOULD RESULT IN HARMFUL RESTRICTIONS ON ITS ABILITY TO MAINTAIN PEACE IN SOUTHERN LEBANON.

6. TEXT OF MANDATE IS CONTAINED IN USUN 978 (NOTAL), WHILE SYG'S STATEMENT OF CLARIFICATION IS REPORTED IN USUN 982 (NOTAL). VANCE

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